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ABSTRACT

This document is a congressional report on the Drug Abuse Resistance Education Act of 1990, House of Representatives (H.R.) 5064 which requires the Secretary of Education to reserve $15 million from the appropriations made for the Drug Free Schools and Communities Act for grants to consortia of local educational agencies and other agencies to provide instruction to students in kindergarten through grade six that are designed to teach students to recognize and resist pressures that influence students to use illicit drugs or alcohol. The report notes that the Committee on Education and Labor was asked to amend the Drug-Free Schools and Communities Act of 1986 in H.R.5064 and reports favorably thereon. This report contains a section-by-section summary of the amendment with enacting clause of the bill and inserts the new text in italics. These topics are discussed: funding; committee consideration; need for the legislation; major provisions of the bill; oversight; cost estimate; committee estimate; and inflationary impact statement. Additional dissenting views on H.R.5064 by Bill Goodling and Tom Petri are included. (ABL)

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101ST CONGRESS
2d Session | HOUSE OF REPRESENTATIVES | REPORT
101-572

ED322428

DRUG ABUSE RESISTANCE EDUCATION ACT OF 1990

JULY 6, 1990.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. HAWKINS, from the Committee on Education and Labor, submitted the following

REPORT

together with

ADDITIONAL VIEWS

[To accompany H.R. 5064]

[Including cost estimate of the Congressional Budget Office]

The Committee on Education and Labor, to whom was referred the bill (H.R. 5064) to amend the Drug-Free Schools and Communities Act of 1986 to provide for a program of grants to local educational agencies for drug abuse resistance education programs, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended to pass.

The amendment strikes out all after the enacting clause of the bill and inserts a new text which appears in italic type in the reported bill.

SUMMARY

H.R. 5064 requires the Secretary of Education to reserve $15 million from the appropriations made for the Drug Free Schools and Communities Act for grants to consortia of local educational agencies and other entities to provide instruction to students in kindergarden through grade 6 that are designed to teach students to recognize and resist pressures that influence students to use illicit drugs or alcohol.

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FUNDING

The bill provides for $15,000,000 in reservations of funds from the appropriation made for Drug Free Schools and Communities Act.

COMMITTEE CONSIDERATION

During the 101st Congress, staff of the Subcommittee on Elementary and Secondary Education conducted oversight activities on the Drug Free School and Communities Act. Staff oversight visits on the programs were conducted in San Diego, California; Raleigh, North Carolina; Denver, Colorado; Harrisburg Pennsylvania; and Gettysburg, Pennsylvania. Information gained through oversight activities has been incorporated into H.R. 5064. Also, many of the provisions in H.R. 5064 were originally contained in H.R. 4379, the Equity and Excellence in Education Implementation Act of 1990. The Committee conducted a hearing on this legislation on April 3, 1990, and individuals were given an opportunity to testify on the provisions relating to the Drug Free Schools and Communities Act.

The Committee met in mark-up session on June 27, 1990, and unanimously ordered reported the bill by a voice vote.

NEED FOR THE LEGISLATION

This legislation is needed to assist our Nation's schools in combating the problem of drug and alcohol abuse which plagues many of our youth today. The approach taken in H.R. 5064 emphasizes the replication of the Drug Abuse Resistance Education [DARE] program that has been successful in educating children about the negative impact of illicit drug and alcohol use and abuse and how to resist those pressures.

MAJOR PROVISIONS OF THE BILL

H.R. 5064 reserves $15 million of the Drug Free Schools and Communities Act appropriation for grants to consortia of local educational agencies and other entities for the purpose of replicating the DARE programs.

DARE is a unique strategy that goes beyond the traditional anti-drug education programs. It brings together parents, teachers, law enforcement officers, and students in a cooperative effort to help children identify pressures that can lead to chemical dependency and to help children learn ways to deal with these pressures. DARE builds a positive rapport between students and DARE officers—communication channels that in many ways places were previously non-existent.

While the DARE curriculum was developed by educators, it is meant to be taught by uniformed police officers. The level of sophistication among fifth and sixth grade students regarding drug use and abuse is frequently more advanced than that of the average classroom teacher. Veteran police officers, because of their training and experience, are better able to respond to the myriad of questions posed by students. Patrol-hardened, veteran police officers in the schools effectively shore up the classroom teacher's anti-drug instruction.

Each DARE officer is chosen on the basis of experience and sincere dedication to children. Upon selection, each candidate attends an 80-hour training course. The training is comprehensive; it includes instruction about child development, teaching techniques, classroom management techniques, and effective communication techniques.

The DARE officers not only teach children to resist drug but how to recognize and refuse drugs. The lessons help students build their self-esteem, manage stress, develop techniques to say "no" to drugs and alcohol, and identify healthy alternatives to drug use. Most importantly, DARE prepared children to make informed decisions of the most difficult kind that may affect the rest of their lives.

Program evaluations indicate that DARE is successful in achieving its primary objective, and, in addition, spin-off benefits have been reported by teachers and principals. Some of these benefits include reduced classroom disciplinary problems, fewer incidents of school vandalism, and increased respect for authority.

Funding for DARE programs currently comes from local business, State and local resources, and private donations. It takes the commitment of an entire community to support a DARE officer, provide training, and replace them on patrol. Many urban and rural communities today want DARE in their schools, but most forego the program because they lack funding. A Federal commitment will help extend the program to more schools and commit more law enforcement officers to DARE duty without sacrificing patrol strength.

The Committee believes it is appropriate to effectively target anti-drug education funding to programs that are working. It is the intent of the Committee to expand the successful DARE program into more schools and communities. The Committee believes that DARE is a promising program to keep our young people off drugs and alcohol. Further, the Committee believes DARE is an important element in improving education in this country.

OVERSIGHT

No findings or recommendations concerning oversight of the programs amended in this bill have been received by this Committee from the Committee on Government Operations. Findings from the Subcommittee's and the full Committee's oversight hearings contributed to consideration of this legislation.

COST ESTIMATE

The Congressional Budget Office has estimated the following costs to the Federal Government in implementing this legislation. The Committee concurs in these estimates and adopts them in compliance with clause VII of rule 13. No cost estimates have been received from any other Federal department or agency.

The CBO letter follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, July 2, 1990.

Hon. AUGUSTUS F. HAWKINS,
Chairman, Committee on Education and Labor,
House of Representatives, Washington, DC.

DEAR CHAIRMAN: The Congressional Budget Office has examined the Federal cost impact of H.R. 5064, the Drug Abuse Resistance Education Act of 1990, as ordered reported by the House Education and Labor Committee on June 27, 1990. This bill would amend the Drug-Free Schools and Community Act of 1986 to provide for a program of grants to local education agencies for programs to teach students to resist the use of illicit drugs and alcohol.

Based on our analysis, there would be no effect on Federal Government costs as a result of enactment of this bill. H.R. 5064 would set aside $15 million from the amounts appropriated each year for competitive grants to local education agencies. This set aside of funds would lower the amount funds available to be distributed to States based on overall population statistics but would not alter the amount of total funds allocated to State and local governments.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Deborah Kalcevic (226-2820).

Sincerely,

ROBERT D. REISCHAUER,
Director.

COMMITTEE ESTIMATE

With reference to the statement required by clause 7(a)(1) of rule XII of the Rules of the House of Representatives, the Committee accepts the estimate prepared by the Congressional Budget Office.

INFLATIONARY IMPACT STATEMENT

In compliance with clause 2(l)(4) of the Rules of the House of Representatives, the Committee estimates that the enactment into law of H.R. 5064 will have little inflationary impact on prices and costs in the operation of the national economy. It is the judgment of the Committee that the inflationary impact of this legislation as a component of the Federal budget is negligible.

SECTION-BY-SECTION SUMMARY

SECTION 1

Short title.

SECTION 2

Amends the Drug Free Schools and Communities Act [DFSCA] to require that $15 million be reserved from funds appropriated for the purpose of awarding grants for Drug Abuse Resistance Education [DARE] programs.

Grants would be awarded to consortia of local educational agencies [LEA's] and entities that have experience in assisting LEA's in

providing instruction to students in elementary school. Such instruction shall teach students to recognize and resist pressures that influence students to use illicit drugs or alcohol.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

DRUG-FREE SCHOOLS AND COMMUNITIES ACT OF 1986

TITLE V-DRUG EDUCATION

* * * * * * *

SEC. 5112. RESERVATIONS AND STATE ALLOTMENTS.

(a) RESERVATIONS.—Except as provided in subsection (c) the sums appropriated or otherwise made available to carry out this title for any fiscal year, the Secretrary shall reserve—

(1) * * *

* * * * * * *

(5) 3.5 percent for Federal activities under section 5132; [and]

(6) 4.5 percent for regional centers udner section 5135[.] ; *and*

(7) $15,000,000 for grants under section 5136.

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PART D-NATIONAL PROGRAMS

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SEC. 5138. DRUG ABUSE RESISTANCE EDUCATION PROGRAMS.

(a) PROGRAM AUTHORIZED.—The Secretary is authorized to award grants to consortia of local educational agencies and entities that have experience in assisting local educational agencies to provide instruction to students in kindergarten through grade 6 designed to teach such students to recognize and resist pressures that influence such students to use illicit drugs or alcohol.

(b) SERVICES.—A consortium described in subsection (a) shall not be eligible for a grant under this section unless such consortium agrees to use assistance provided under such grant to provide or arrange for the provision of services that shall include—

(1) drug abuse resistance education instruction for students in kindergarten through grade 6 that is designed to teach such students to recognize and resist pressures that influence such students to use illicit drugs or alcohol, including instruction in the areas of—

(A) drug use and misuse;

(B) understanding the consequences;

(C) resistance techniques;

(D) assertive response styles;

(E) managing stress without taking drugs;
(F) decisionmaking and risk-taking;
(G) media influences on drug use;
(H) positive alternatives to drug abuse;
(I) interpersonal and communication skills;
(J) activities designed to build self-esteem;
(K) resistance to peer pressure;
(L) role modeling;
(M) forming a support system; and
(N) the role of police and practices for student safety;

(2) provisions for parental involvement;

(3) classroom instruction by uniformed law enforcement officials, coupled with activities taught by the regular classroom teacher;

(4) the use of positive student leaders to influence younger students not to use drugs;

(5) an emphasis on activity-oriented techniques designed to encourage student-generated responses to problem-solving situations; and

(6) the awarding of a certificate of achievement to each student who participates in a drug abuse resistance education program.

(c) APPLICATION.—A consortium described in subsection (a) that desires to receive a grant under this section shall submit an application to the Secretary at such time, in such manner, and containing or accompanied by such information and assurances as the Secretary may reasonably require. Each such application shall contain—

(1) an assurance that the consortium concerned will provide assistance, in cash or in kind, for the services assisted under the grant in an amount equal to not less than 10 percent of the amount provided under the grant; and

(2) an assurance that funds received under the grant shall be used to supplement, not supplant, the amount of other Federal, State, and local funds expended for support of services of the type described in subsection (b).

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ADDITIONAL VIEWS ON H.R. 5064, DRUG ABUSE RESISTANCE EDUCATION ACT OF 1990

We join our colleagues in offering both encouragement and support to the Drug Abuse Resistance Education program (DARE) which has been widely used in many communities and has been a compelling force in encouraging youth to resist the lure of drug use. Although we fully support the use of DARE, we do have a concern regarding the mechanism contained in H.R. 5064 to provide financial support to DARE. H.R. 5064 would provide a reservation off-the-top of the Drug-Free Schools and Communities Act appropriation for grants to local education agencies to establish DARE programs. We do not believe that it is prudent to reserve funds for such a specific type of program when many effective drug abuse education curricula have been developed. Further, such a reservation will limit the funds available to local education officials to use at their discretion in determining which programs will best serve the particular needs of the youth in their communities.

BILL GOODLING.
TOM PETRI.

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